



Historic Preservation Element Evaluation and Appraisal

Major Issues Assessment

Issue 1: Clarify Activity Center, Mixed-use, and Urban Design Requirements. (N/A)

Issue 2: Establish Policies for the Reduction of Greenhouse Gases within the City. (N/A)

Issue 3: Encourage Livable Neighborhoods for People of All Ages.

While the Historic Preservation Element does not directly pertain to Issue 3, the historic districts and the supporting Land Development Code and the *Historic Preservation Rehabilitation and Design Guidelines* encourage walkable and livable neighborhoods that allow a multi-generational spectrum of residents to ‘age in place’ which encourages people to stay in their homes as they age.

Issue 4: Fund Transportation Choice. (N/A)

Issue 5: Amend Future Land Use Map as Justified by Data and Analysis. (N/A)

Issue 6: Encourage Infill and Redevelopment in Central and East Gainesville.

The Historic Preservation Element does not directly pertain to Issue 6, however the University Heights Historic Districts- North and South and the supporting, Land Development Code and the *Historic Preservation Rehabilitation and Design Guidelines* encourage infill and redevelopment around the University of Florida.

During the 1990 Comprehensive Plan update, the zoning around the east side of the campus was increased to encourage density. In the 1980s, the area was determined to be eligible as a historic district. In 2001, this area was designated as two historic districts, the University Heights Historic Districts- North and South. Assuming that these were competing agendas, time has proven that both initiatives are compatible. Fourteen large infill projects, compatible with the historic buildings in the districts have been built since the districts were nominated for the Local Register of Historic Places.

Issue 7: Navigate the New Economy. (N/A)

Issue 8: Strengthen Natural Resource Protection. (N/A)

Historic Preservation Element Evaluation and Appraisal

Element Assessment

Key Findings for the Historic Preservation Element

1. The City of Gainesville has substantially met the goals, objectives, and policies of the Historic Preservation Element.

Since the last update, the Historic Preservation Element has guided staff in surveying, evaluating and nominating cultural resources in the City of Gainesville. The recognition, protection, enhancement and use of such resources is a public purpose, is essential to the economic, educational, cultural and general welfare of the public, and results in enhancement of property values, stabilization of neighborhoods, and fostering of civic pride in the beauty and noble accomplishments of the past.

The overarching goals of the Historic Preservation Element are to preserve, protect, enhance and support the historic, archaeological and cultural resources within the City and secure public support and awareness for historic preservation/conservation efforts.

2. While meeting the goals, objectives and policies, the Historic Preservation Element did not provide strategies for:

- Studying the use of other legal tools, such as preservation easements, to protect historic and archaeological resources.
- Identification of commercial areas in Gainesville appropriate for designation as a “Florida Main Street Community.”
- Increasing public awareness that parks, landscapes and gardens may constitute historic resources.
- Coordination with the Gainesville Area Chamber of Commerce, the Alachua County Office of Tourist Development, the Downtown Redevelopment Agency, other local governments, and other organizations to promote historic tourism.

Successes

In 2008, Gainesville was designated as a Preserve America Community. It is a federal initiative that encourages and supports community efforts to preserve and enjoy our priceless cultural and natural heritage. Gainesville page on the Preserve America website can be found at <http://www.preserveamerica.gov/FLgainesville.html>.

The City has been very successful in surveying and registering historic districts, properties and neighborhoods. Since 2000, the City has listed on the Local Register of Historic Places, the University Heights Historic Districts – North and South, and the Baldwin House, the last remaining residential building in the downtown. The National Register of Historic Places listing of the University Heights Historic Districts is pending. The local listing process is almost complete for the A. Quinn Jones House and the Old Gainesville Depot, and approval is anticipated. These buildings are on the National Register of Historic Places.

Surveying of the N.W. 5th Avenue neighborhood for potential eligibility as a locally nominated historic district was also achieved. The N.W. 5th Avenue neighborhood was determined to be eligible to be listed on the Local Register of Historic Places and possibly on the National Register of Historic Places. Another potential historic district is a multiple-property thematic district, consisting of nearly 150 native chert (stone) buildings.

Because demolition by neglect is the cause of 98 percent of the demolitions that occur inside and outside of the historic district, the City maintains a list of historic structures within the historic districts that are threatened by demolition by neglect.

In addition to the City's effort, in 2006 the University of Florida expanded the historic district on campus (6 contributing & 13 noncontributing buildings).

Another potential neighborhood protection that has been adopted is the Heritage Overlay program, which requires voluntary neighborhood action.

Communication with owners, agents, and investors has been enhanced by the City's historic preservation page on the City's website at planning.cityofgainesville.org. It is the primary educational portal with comprehensive City history, processes and forms, maps, guidelines for owners and a large list of related websites for research, repairs and preservation knowledge. Also on the website, are an updated brochure on "Living in a Historic District" and an updated COA form and requirement sheet that provide owners with more information on the process and on the tax advantage of living in historic districts.

Adopted in 2001, the *Historic Preservation Rehabilitation and Design Guidelines* is a nearly 300-page document that provides advice and assistance to property owners, building and city officials on the purpose of maintaining, rehabilitating and preserving historic buildings.

The historic preservation program has been further advanced by implementing procedures that coordinate with the Building Department and Code Enforcement. A procedure requiring posting of a Certificate of Appropriateness (COA) during construction which coordinates with City building inspectors and informs neighbors that the process has been completed. An after-the-fact COA fee has been implemented in an effort to deter incompatible additions.

The City amended Chapter 6 of the Codes of Ordinances and added Appendix A – Building and Fire Codes for Historic Buildings, which provides alternative building regulations for preserving, restoring or rehabilitating historic buildings or structures. This allows for a more flexible application in building review of historic properties.

The City's historic preservation program partners with many groups to advance preservation of the City's cultural resources. The City coordinates with Historic Gainesville, Inc. & the Alachua County Historic Trust: Matheson Museum, Inc. to promote preservation and archaeological resources. The Historic Preservation Board coordinates with Historic Gainesville, Inc. to conduct informational sessions on City processes, and provides educational material and technical workshops for homeowners on rehabilitation.

During 2010, the Preservation/Conservation ordinance and the Guidelines will be revised and will consider updates to demolition by neglect, heritage tourism, sustainability and weatherization of historic buildings.

There is a strong intern partnership with the University of Florida's College of Law and College of Design, Construction and Planning that benefits the interns and advances the preservation program and projects.

Shortcomings

The policies below have not been achieved:

Policy 1.3.2 The City shall study the use of other legal tools, such as preservation easements, to protect historic and archaeological resources.

Policy 1.4.1 By 2004, the City shall identify commercial areas in Gainesville appropriate for designation as a "Florida Main Street Community."

Policy 1.4.2 The City shall encourage Santa Fe Community College to develop a master plan for its downtown campus to ensure that future development is sensitive to the historic character of the Pleasant Street Historic District.

(The City of Gainesville has met several times with Santa Fe College in an attempt to coordinate the City's plan for the historic neighborhood and the College's Master Plan for their Downtown Campus. To date, the Santa Fe College has not officially provided the City with a copy of the Master Plan for the Downtown Campus. The lack of coordination has resulted in the two houses that were contentious for several years in the Pleasant Street Historic District falling into total disrepair (demolition by neglect). These houses were eventually removed from the sites in 2009.)

Policy 1.4.3 The residential character of an historic district, as defined by the National Register jurisdictional line, shall be protected from encroachment of by incompatible non-residential uses.

(This policy should be removed from the Historic Preservation Element's Goals, Objectives and Policies. Encroachment of incompatible non-residential uses and uses are not generally a threat to the historic district because of the zoning that is in place.)

Policy 1.4.4 The character of an historic district shall be protected from encroachment of incompatible uses.

(This policy should be removed from the Historic Preservation Element's Goals, Objectives and Policies. Encroachment of incompatible non-residential uses and uses are not generally a threat to the historic district because of the zoning that is in place.)

Policy 1.5.2 The City shall increase public awareness that parks, landscapes and gardens may constitute historic resources.

Policy 2.2.1 The City shall work with the Gainesville Area Chamber of Commerce, the Alachua County Office of Tourist Development, the Downtown Redevelopment Agency, other local governments, and other organizations to promote historic tourism.

Impact of Rule Changes on the Historic Preservation Element

There are not changes to Rule 9J-5, Chapter 163, the State Comprehensive Plan, the Strategic Regional Policy Plan that impact the Historic Preservation Element.

Recommended Changes

The recommended changes that are needed to update the Historic Preservation Element and that are unrelated to Major Issues are:

The City should resurvey the Downtown, Golfview and Hibiscus Park neighborhoods. In addition, the City should also evaluate and survey subdivisions built in the 1940s – 1960s for potential historic district status. In addition, the City has identified at least 20 individual properties which merit evaluation for listing on the Local or National Register of Historic Places.

- **Delete Target Dates on Policies**

Policy 1.2.3 By 2003, the City shall survey and nominate to the National Register of Historic Places Gainesville's "native stone" buildings.

Policy 1.4.1 By 2004, the City shall identify commercial areas in Gainesville appropriate for designation as a "Florida Main Street Community."

- **Delete Policies**

Policy 1.1.3 The City shall coordinate with groups that are surveying and identifying cemeteries in Gainesville.

Policy 1.3.2 The City shall study the use of other legal tools, such as preservation easements, to protect historic and archaeological resources.

Policy 1.3.4 The City shall continue to ensure enforcement of the Historic Preservation/Conservation Ordinance, by procedures such as requiring the posting of a copy of an approved Certificate of Appropriateness (COA) application along with a building or demolition permit, and requirement of an after-the-fact COA for fee, according to a schedule.

Policy 1.3.5 By 2003, the City shall prepare a conservation district overlay ordinance and identify distinctive neighborhoods in Gainesville for inclusion. The conservation overlay shall seek to preserve those neighborhoods from significant alterations of architectural features through adoption and implementation of policies to be placed in the Land Development Regulations.

Policy 1.4.3 The residential character of an historic district, as defined by the National Register jurisdictional line, shall be protected from encroachment of by incompatible non-residential uses.

Policy 1.4.4 The character of an historic district shall be protected from encroachment of incompatible uses.

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>Objective 1.1 The City shall continue to update the historic, archaeological and cultural resource base survey.</p>	<p>Implementation of policies 1.1.1 through 1.1.3</p>		
<p>1.1.1 The City shall continue to expand its inventory of historic properties by preparing new Florida Site Files for previously undocumented properties and updating existing site files for properties that have undergone alterations or demolitions.</p>	<p>Preparation of Florida Master Site Files (FMSF).</p>	<p>Yes. Ongoing inventory analysis. The native chert buildings have been surveyed and a multiple-property thematic local nomination is anticipated. The University Heights Historic Districts - North & South FMSF forms have been updated.</p>	<p>None.</p>
<p>1.1.2 The City shall identify archaeologically sensitive areas within the City of Gainesville.</p>	<p>Database Inventory from Department of Historic Resources, FMSF Office.</p>	<p>Yes. Pending environmental ordinance includes archaeologically sensitive areas.</p>	<p>None.</p>
<p>1.1.3 The City shall coordinate with groups that are surveying and identifying cemeteries in Gainesville.</p>	<p>Survey grave locations and condition of markers.</p>	<p>No. The Evergreen Cemetery Board never moved forward with survey and registration.</p>	<p>Delete Policy 1.1.3</p>
<p>Objective 1.2 The City shall increase the number of historic resources listed in the Local or National Register of Historic Places.</p>	<p>Implementation of policies 1.2.1 through 1.2.3</p>		<p>None.</p>
<p>1.2.1 The City shall continue to study and re-evaluate the levels of significance of potential historic districts for listing in the Local or National Register of Historic Places.</p>	<p>Survey and evaluation of potential historic district.</p>	<p>Yes. The University Heights Historic Districts-- North and South were listed on the Local Register of Historic Places. Listing on the National Register of Historic Places is pending. The N.W. 5th Avenue neighborhood was surveyed and found to be</p>	<p>None.</p>

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>1.2.2 The City shall continue to evaluate the eligibility of individual historic resources for listing in the Local or National Register of Historic Places.</p>	<p>On-going evaluation of individual historic resources.</p>	<p>eligible as a locally nominated historic district. The University of Florida's Historic District was expanded in 2006 (6 contributing & 13 noncontributing buildings) The City should resurvey the Downtown, Golfview and Hibiscus Park neighborhoods. In addition, the City should evaluate and survey subdivisions built in the 1940s – 1960s for potential historic district status.</p>	<p>None.</p>
<p>1.2.3 By 2003, the City shall survey and nominate to the National Register of Historic Places Gainesville's "native</p>	<p>Ongoing survey of the nearly 150 chert buildings.</p>	<p>Yes. The Baldwin House is listed on the Local Register of Historic Places. The local listing process is almost complete on the A. Quinn Jones House and the Old Gainesville Depot, and approval is anticipated. The City has identified at least 20 properties which merit evaluation for listing on the Local or National Register of Historic Places.</p> <p>Yes. The native chert buildings have been surveyed and a multiple-property thematic local nomination is</p>	<p>Delete date.</p>

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>stone" buildings.</p> <p>Objective 1.3 The City shall reduce the number of historic resources in need of stabilization and rehabilitation on an annual basis.</p>	<p>Implementation of policies 1.3.1 through 1.3.7</p>	<p>anticipated.</p>	
<p>1.3.1 The City shall continue to study and, where necessary, amend its land development regulations to include incentives that encourage historic preservation.</p>	<p>Amend the Historic Preservation portion of the Land Development Code 30-112, 79 and 355.</p>	<p>Yes. Anticipated completion in 2010. Partnership with the University of Florida's College of Law, Department of Governmental Responsibility to revise the historic preservation regulations in the Land Development Code.</p>	<p>None.</p>
<p>1.3.2 The City shall study the use of other legal tools, such as preservation easements, to protect historic and archaeological resources.</p>	<p>Amend Land Development Code.</p>	<p>No. Policy not achieved.</p>	<p>Delete Policy 1.3.2</p>
<p>1.3.3 The City shall continue to review building, fire and housing codes to identify regulations that restrict the use and rehabilitation of historic structures. Where possible, the City shall amend codes to encourage the use and rehabilitation, relocation to another site for reuse, selective dismantling for reuse, and, only as a last resort, demolition of historic structures.</p>	<p>Review these codes and make pertinent amendments.</p>	<p>Yes. Chapter 6 of the Land Development Code, Appendix A – Building and Fire Codes for Historic Buildings provide alternative building regulations for preserving, restoring or rehabilitating historic buildings or structures.</p>	<p>None.</p>
<p>1.3.4 The City shall continue to ensure enforcement of the Historic Preservation/Conservation Ordinance, by procedures such as requiring the posting of</p>	<p>Adopt procedure to enforce the Historic Preservation/Conservation Ordinance and adopt an</p>	<p>Yes. A procedure requiring posting of a COA during construction, code enforcement of violations in</p>	<p>Delete Policy 1.3.4</p>

Table 2
Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>a copy of an approved Certificate of Appropriateness (COA) application along with a building or demolition permit, and requirement of an after-the-fact COA for fee, according to a schedule.</p>	<p>after-the-fact fee schedule.</p>	<p>the Historic District without a COA and an after-the-fact COA fee have been implemented.</p>	
<p>1.3.5 By 2003, the City shall prepare a conservation district overlay ordinance and identify distinctive neighborhoods in Gainesville for inclusion. The conservation overlay shall seek to preserve those neighborhoods from significant alterations of architectural features through adoption and implementation of policies to be placed in the Land Development Regulations.</p>	<p>Adopt and implement an ordinance.</p>	<p>Yes. A Heritage Overlay program that has been approved requires voluntary neighborhood action.</p>	<p>Delete Policy 1,3,5</p>
<p>1.3.6 The City shall inventory threatened historic structures in the Pleasant Street, Northeast, Southeast and University Heights Historic Districts.</p>	<p>Ongoing maintenance of an inventory.</p>	<p>Yes. A list is maintained of historic structures that are threatened.</p>	<p>None.</p>
<p>1.3.7 The City shall target a portion of its Community Development Block Grants toward historic districts such as the Pleasant Street and NW Fifth Avenue neighborhoods to better leverage existing resources.</p>	<p>Leverage Block Grant resources to improve the Pleasant Historic District and 5th Avenue neighborhood.</p>	<p>Yes. Rehabilitation funds are used to repair code violations in the Pleasant Street Historic District and the N. W. 5th Avenue neighborhood.</p>	<p>None.</p>
<p>Objective 1.4 Ensure that the City's land use, housing, transportation, and economic development policies are consistent with and facilitate historic preservation.</p>	<p>Implementation of policies 1.4.1 through 1.4.4</p>		
<p>1.4.1 By 2004, the City shall identify commercial areas in Gainesville</p>	<p>"Florida Main Street Community" designation.</p>	<p>No. Policy not achieved.</p>	<p>Delete date.</p>

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>appropriate for designation as a "Florida Main Street Community."</p> <p>1.4.2 The City shall encourage Santa Fe Community College to develop a master plan for its downtown campus to ensure that future development is sensitive to the historic character of the Pleasant Street Historic District.</p>	<p>Coordination with Santa Fe College's Downtown Campus strategic planning & ensure no impacts to the Pleasant Street Historic District.</p>	<p>No. The City of Gainesville has met several times with Santa Fe College in an attempt to coordinate the City's plan for the historic neighborhood and the College's Master Plan for their Downtown Campus. To date, the Santa Fe College has not officially provided the City with a copy of the Master Plan for the Downtown Campus. The lack of coordination has resulted in the two houses that were contentious for several years in the Pleasant Street Historic District falling into total disrepair (demolition by neglect). These houses were eventually removed from the sites in 2009.</p>	<p>None.</p>
<p>1.4.3 The residential character of an historic district, as defined by the National Register jurisdictional line, shall be protected from encroachment of by incompatible non-residential uses.</p>	<p>Need to adopt a buffer ordinance to protect from encroachment around the historic districts to provide a transition to the historic neighborhood.</p>	<p>No. Policy not achieved.</p>	<p>Delete Policy 1.4.3</p>
<p>1.4.4 The character of an historic district shall be protected from encroachment of</p>	<p>Develop method to determine incompatible</p>	<p>No. Policy not achieved.</p>	<p>Delete Policy 1.4.4</p>

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy incompatible uses.	Measurable Target uses.	Objective or Policy Achieved?	Recommended Changes
Objective 1.5 The City shall develop a program that increases public and private involvement in the preservation, protection, enhancement and support of historic, archaeological and cultural resources.	Implementation of policies 1.5.1 through 1.5.2		
1.5.1 The City shall coordinate with for-profit and not-for-profit organizations to help defray the cost of preserving historic and archaeological resources.	Coordinate with preservation organizations.	Yes. The City has coordinated with Historic Gainesville, Inc. & the Alachua County Historic Trust: Matheson Museum, Inc. to promote preservation and archaeological resources. Helping with defraying costs is difficult in this economy.	None.
1.5.2 The City shall increase public awareness that parks, landscapes and gardens may constitute historic resources.	Develop a historic park, landscape and garden awareness campaign.	No. Policy not achieved.	None.
Objective 2.1 The City shall provide education to citizens on awareness, value, use and protection of historic and archaeological resources.	Implementation of policies 2.1.1 through 2.1.4		
2.1.1 The Historic Preservation Board shall coordinate with other historic preservation organizations to conduct annual informational workshops on historic preservation.	Conduct annual workshops.	Yes. The Historic Preservation Board coordinates with Historic Gainesville, Inc. to conduct informational sessions on City processes, and provides educational material and technical workshops for the homeowner on rehabilitation.	None.
2.1.2 The City shall produce, and make accessible, educational materials on the	Production of education	Yes. The City's historic preservation page on the	None.

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>preservation of historic and archaeological resources.</p>	<p>materials.</p>	<p>City's website at planning.cityofgainesville.org is the primary educational portal with comprehensive City history, processes and forms, maps, guidelines for owners and a large list of related websites for research, repairs and knowledge. Adopted in 2001, the <i>Historic Preservation Rehabilitation and Design Guidelines</i>, a nearly 300-page document that provides advice and assistance to property owners, building and city officials on the purpose of maintaining, rehabilitating and preserving historic buildings. The "Living In A Historic District" brochure was updated as was the COA form and requirement sheets in order to provide owners with more information on process and the tax advantage of living in historic districts.</p>	
<p>2.1.3 The City shall work with state and local governmental organizations, the University of Florida and other interested parties to promote historic preservation.</p>	<p>Partner with the University of Florida and state and local governmental organizations.</p>	<p>Yes. The City partners with Historic Gainesville, Inc. & the Alachua County Historic Trust; Matheson Museum, Inc. to promote preservation. There is a strong internship partnership with the</p>	<p>None.</p>

Table 2

Evaluation Matrix – Historic Preservation Element

Objective or Policy	Measurable Target	Objective or Policy Achieved?	Recommended Changes
<p>2.1.4 Develop and maintain a list of historic properties that are threatened by demolition by neglect.</p>	<p>Maintain a list of historic buildings that are threatened by demolition by neglect.</p>	<p>Yes. Develop and maintain a list of buildings that are threatened by demolition by neglect.</p>	<p>None.</p>
<p>Objective 2.2 The City shall develop a program that supports, enhances and encourages public awareness of historic tourism as an economic benefit to Gainesville.</p>	<p>Implementation of policies 2.1.1 through 2.2.2</p>		
<p>2.2.1 The City shall work with the Gainesville Area Chamber of Commerce, the Alachua County Office of Tourist Development, the Downtown Redevelopment Agency, other local governments, and other organizations to promote historic tourism.</p>	<p>Work with organizations to promote historic tourism.</p>	<p>No. Policy not achieved.</p>	<p>None.</p>
<p>2.2.2 The City shall revise the Historic Preservation/Conservation Ordinance to include historic tourism as a part of the City's historic preservation program.</p>	<p>Amend historic preservation Land Development Code to include historic tourism.</p>	<p>No, but anticipated. The Preservation/Conservation ordinance is in the process of being revised and will include historic tourism.</p>	<p>None.</p>